

sary, if LOCAL PLANNING ADMINISTRATION were to reflect the reality of urban problems, to completely redo the book. This time it required 12 authors instead of seven, under the editorship of Mary McLean.

At the time of publication of the first edition of LOCAL PLANNING ADMINISTRATION, five universities in the United States were offering professional degrees in planning. From these five schools there were being graduated about 35 or 40 planners each year. In 1955 there were 19 schools turning out some 200 graduates each year. In 1967 there were 50 schools of planning, graduating something over 600 planners annually. In addition, there were perhaps 50 university institutes devoted to urban research.

Research and university activity in any field means innovation, the critical examination of old habits of thought and ways of doing things. Between 1955 and 1966, when preparation of this fourth edition was started, the advances in methodology and approach were again so great that complete rewriting was necessary. The new title for the fourth edition, PRINCIPLES AND PRACTICE OF URBAN PLANNING, reflects the broader coverage of this book.

Perhaps the most important advance in technique in the 11-year interval was the introduction of systems analysis and automatic data processing. The most important expansion of objective was the increased emphasis on the social welfare implications of planning. And the most important stimulus to planning generally was the massive federal financing of urban development. Again the rewriting of the book has had to be total, using some 21 authors

under the editorial and general direction of William Goodman and Eric Freund.

I have written this preface around the history of the book because it seems to epitomize the change and, I trust, the growth of city planning over the past quarter century. If I were to be asked, I would predict that the next edition too would have to be substantially if not completely rewritten. But this is not to say that this book is out of date the moment it is printed. In fact, anyone in 1967 carefully following the techniques and theory set forth in the 1941 edition would be doing a more effective job of planning than would be found in the majority of communities in the United States.

Planning strives hard to be a science, but it will always remain fundamentally an art. Which is to say that while techniques are important and constant improvement is desirable, the personal skill of the planner—of the artist—is paramount. What he does is not nearly as crucial as how he does it. And instruction in that aspect of planning is difficult to put between the covers of a book.

DENNIS O'HARROW

Chairman

Committee on Fourth Edition,

Local Planning Administration

Executive Director

American Society of Planning Officials

Chicago

June, 1967

MUNICIPAL MANAGEMENT SERIES

Principles and Practice
of Urban Planning

THE MUNICIPAL MANAGEMENT SERIES

William I. Goodman
EDITOR

*Professor and Chairman
Department of Urban Planning
University of Illinois*

Eric C. Freund

ASSOCIATE EDITOR

*Associate Professor
Bureau of Community Planning
University of Illinois*

Principles and Practice of Urban Planning

Published for the
Institute for Training in Municipal Administration
by the
International City Managers' Association

MUNICIPAL MANAGEMENT SERIES

The Technique of Municipal Administration
Principles and Practice of Urban Planning
Municipal Finance Administration
Municipal Personnel Administration
Municipal Police Administration
Municipal Fire Administration
Municipal Public Works Administration
Municipal Recreation Administration
Supervisory Methods in Municipal Administration
Management Practices for Smaller Cities
Administration of Community Health Services
Local Public Library Administration
Case Problems in City Management
Effective Supervisory Practices
Municipal Public Relations

711.4
L81a
4th, 1968
Copy 4

Copyright © 1968
by the International City
Managers' Association
1140 Connecticut Avenue, N.W.
Washington, D.C. 20036

No part of this volume may be
reproduced without the specific permission
of the copyright owner.

Fourth edition, 1968

Library of Congress
Catalog Card No.: 67-30622

Printed in the
United States of America

Principles and Practice
of Urban Planning
is dedicated to
the late
DENNIS O'HARROW

Providing inspiration and guidance for all who were associated with the preparation of this book, Dennis O'Harrow served as chairman of the committee that planned its focus and content.

Since 1948 as associate director, and as executive director of the American Society of Planning Officials from 1954 until his untimely death in the fall of 1967, he worked to make urban and regional planning an integral part of democratic local government. His wisdom came from practical experience. He was the first village president of Park Forest, Illinois, and a member of the Park Forest Planning Commission and Zoning Board of Appeals. He had been a commissioner of the North-eastern Illinois Planning Commission since 1961.

His scope was world-wide, serving as the U.S. member of the Bureau of the International Federation for Housing and Planning for 14 years—as its president in 1966–67, becoming only the second American thus honored by this organization, as he was the second American named an honorary member of the Town Planning Institute of Britain.

He was a recipient of the American Institute of Planners Distinguished Service Award for “outstanding professional service to urban and regional communities through outstanding quality of practice of the art and science of planning.”

AUG 1 1977

HUNT LIBRARY
CARNEGIE MELLON UNIVERSITY
PITTSBURGH, PENNSYLVANIA 15213



Foreword

PRINCIPLES AND PRACTICE OF URBAN PLANNING provides a framework for better understanding of current urban problems as well as a guide for local government administration of planning. Concepts and emerging trends are covered as well as methods and techniques.

This is the fourth edition of a book that has been widely used by local government administrators in all parts of the United States, and in many other countries as well, as a continuing guide to the complex problems of urban development. Known as LOCAL PLANNING ADMINISTRATION in the first three editions, the new title recognizes the changing nature of the planning process.

This book has been published by the International City Managers' Association as part of its Municipal Management Series. Like others in the series, this book has drawn on the first-hand experience of governmental administrators, consultants, and teachers. Each book incorporates the latest developments in research and teaching. Each has been reviewed by administrators, consultants, staffs of appropriate professional organizations, and university teachers and students.

The 15 titles in the Municipal Management Series have been prepared especially for the Institute for Training in Municipal Administration. The Institute offers in-service training courses designed specifically for local government officials whose jobs are to plan, direct, and coordinate with the work of others. The Institute has been sponsored since 1934 by the International City Managers' Association and

is an accredited member of the National Home Study Council.

A special committee was organized to help in the initial planning and development of PRINCIPLES AND PRACTICE OF URBAN PLANNING. This committee included Dennis O'Harrow, Chairman, Executive Director, American Society of Planning Officials; Orin F. Nolting, Vice Chairman, Executive Director, International City Managers' Association; Joseph R. Coupal, Jr., former President, International City Managers' Association, now Director of Highways, Iowa State Highway Commission; William I. Goodman, Chairman, Department of Urban Planning, University of Illinois; Irving Hand, President, American Institute of Planners, and Executive Director, Pennsylvania State Planning Board; and Herbert W. Starick, former President, American Society of Planning Officials, and former City Manager, Dayton, Ohio.

Three persons served as resource specialists for this book: David S. Arnold and William E. Besuden, Assistant Directors, International City Managers' Association, and Jerome L. Kaufman, Assistant Director, American Society of Planning Officials.

The American Society of Planning Officials assisted at all stages in the preparation of this book. The ASPO staff helped in developing a basic outline for the book, in obtaining chapter authors, and in reviewing several of the manuscripts. ASPO will also play an important role in the training program based on this book by reviewing course materials and the

training kit, assisting in obtaining instructors, and issuing a joint certificate with ICMA, certifying compliance with the training course requirements.

It is a particular pleasure to acknowledge the fine work of William I. Goodman and Eric C. Freund who served, respectively, as editor and associate editor for this volume. Special thanks are due to the chapter authors who through their efforts, often in after-hours time, made this book possible.

The editors were assisted by a number of people who should be recognized:

Students and faculty associates at the University of Illinois who worked on several of the chapter manuscripts included Virginia Blake, S. A. Kalgaonkar, and Scott Keyes.

Several of the chapter authors provided valuable insights and materials outside their specific chapter assignments: Lachlan F. Blair, Willard B. Hansen, Jerome L. Kaufman, and James H. Pickford.

Dennis O'Harrow participated actively in defining and organizing the project and served as liaison with the editors, the advisory committee, the authors, and the staff of the International City Managers' Association.

David S. Arnold, ICMA Assistant Director, Publications, worked closely with the editors in reviewing manuscript for the entire book to help in providing a clear and consistent text.

Mrs. Mary A. Vance reviewed and revised the chapter bibliographies and established guidelines for format and style. Mrs. Phyllis Smith typed and checked all of the manuscript.

It is especially appropriate to acknowledge the cooperation of three persons who made outstanding contributions to earlier editions. The first edition of this book was published in 1941 under the editorship of Ladislav Segoe, City Planning Consultant. The second edition was largely the work of Howard K. Menhinick, then Director of the Department of Regional Studies, Tennessee Valley Authority, and now Regents Professor of City Planning, Georgia Institute of Technology. The editor for the third edition was Mary McLean, then Director of Research, American Society of Planning Officials, and now on the staff of Tec-Search, Planning Consultants.

This volume, as with others in the Municipal Management Series, has been prepared under the general supervision of David S. Arnold, Assistant Director, Publications, ICMA.

ORIN F. NOLTING
Executive Director

The International City
Managers' Association

Chicago
June, 1967

Preface

The first edition of *LOCAL PLANNING ADMINISTRATION* appeared in 1941. The nation was still shaky from the effects of the Great Depression, although World War II promised a temporary industrial stimulant. There were about 132 million persons living in the United States, 57 per cent of them in cities. Ours was a mature nation; the demographers saw the population curve leveling off in a few years, after which we might even have a decrease in population. Subsistence farming seemed to be a likely way to solve many of our problems.

Admittedly, our cities were pretty messy. The art of city planning, however, was offering some solutions. Getting off to a slow start in the early part of the twentieth century, city planning had come out of its *City Beautiful* stage during the thirties as a result of the massive intervention of the federal government into city building and rebuilding. While planning was not truly a science, it was using a number of technical and legal tools that were more precise than the intuitive methods of its infancy.

More important, planning was beginning to be taken seriously by politicians and public administrators. No longer was it merely the play-thing of well-meaning citizens and impractical aesthetes.

Literature in planning was beginning to expand, but still in 1941 there was nothing much in the nuts-and-bolts classification. There was a growing number of persons with the civil service classification of "planner" who were doing their best, but for whom ecstatic descriptions of

Central Park and Piazza Navonna were less than a satisfactory background for preparation of a zoning ordinance. The first edition, 26 years ago, of *LOCAL PLANNING ADMINISTRATION* was a god-send, undoubtedly the most influential planning book in the United States during the first half of the twentieth century.

World War II came to an end, as did much of our faith in economic and population predictions. Instead of returning to the prewar doldrums in a flattened population curve, the nation moved into unprecedented economic growth and a population explosion. Instead of subsistence farms, each family with its own turnip patch, farms got larger and mechanized. The farm population dropped precipitously and the urban population expanded enormously. Cities burst their boundaries and urbanization spread over the countryside.

City planning was complex enough in 1941 to make multiple authorship of *LOCAL PLANNING ADMINISTRATION* advisable, and the first edition was prepared under the direction of Ladislav Segoe and six collaborators. The second edition came out in 1948. Although some advances had been made, the intervening years were dominated by the war, and in 1948 it was possible for one man, Howard Menhinick, to revise the earlier edition and bring it up to date.

By 1955, however, the urban explosion was obvious, there had been ferment and change in techniques, and there were some new factors present, notably urban renewal and the technology of mass-building. It was clearly neces-